



# Fifth Program Year Action Plan

The CPMP F Fifth Annual Action Plan includes the [SF 424](#) and Narrative Responses to Action Plan questions that CDBG, HOME, HOPWA, and ESG grantees must respond to each year in order to be compliant with the Consolidated Planning Regulations. The Executive Summary narratives are optional.

## Narrative Responses

### GENERAL

#### **Executive Summary**

The Executive Summary is required. Include the objectives and outcomes identified in the plan and an evaluation of past performance.

Program Year 5 Action Plan Executive Summary:

As a major United States Metropolitan Area, the City of Indianapolis receives funding from the Federal Government through four United States Department of Housing and Urban Development (HUD) entitlement programs administered by the Department of Metropolitan Development.

The City of Indianapolis' 2010-2014 Consolidated Plan identifies housing and community development needs and establishes goals to be accomplished with these four Federal grant programs. The Programs include the Community Development Block Grant (CDBG), the Home Investment Partnerships Program (HOME), the Emergency Shelter Grant (ESG), and the Housing Opportunities for Persons with AIDS Program (HOPWA). Each year the Consolidated Plan is updated through an Annual Action Plan, which identifies the City's implementation and administration plans for these entitlement programs. This is the fifth Annual Action Plan for the 2010-2014 periods.

The City of Indianapolis will also use an additional resource from HUD. This source is the Continuum of Care grant. The Continuum of Care grant is a competitive grant the City of Indianapolis applies for each year to address the needs of the homeless population.

In 2014, the City anticipates receiving approximately \$13 million for these entitlement programs. This 2014 Action Plan presents the City's strategy for allocating entitlement dollars to activities that will assist in achieving the goals set forth in the 2010-2014 Consolidated Plan. The chart below shows the breakdown of funding for 2014 relating to the goals in the Consolidated Plan.

**Goal 1:** Encourage economic development activities and efforts in the community.

<b>Strategy</b>	<b>2014</b>	<b>5-Year Goal</b>
Fund commercial façade projects in developing communities.	5	35
Provide economic development assistance to expanding or new businesses to create and/or retain jobs.	0 (The City of Indianapolis is no longer providing funding for this activity)	100 jobs will be created.
Support outreach efforts to market available forms of economic development assistance to encourage business expansion or new business development.	0 (The City of Indianapolis is no longer providing funding for this activity)	1,500 businesses will be contacted. As a result of a contact, 5,000 jobs will be created and 25,000 jobs will be retained.
Support summer youth programs with an educational focus.	1400	7,000
Support job training and placement programs for low to moderate income individuals.	400 individuals will be placed in jobs. Of the 400, 250 will retain job for 90 days.	800 individuals will be placed in jobs. Of the 800, 400 will retain job for 90 days.

Please note: All numbers in this table reflect units to be assisted.

**Goal 2:** Stabilize distressed neighborhoods through targeted development.

<b>Strategy</b>	<b>2014</b>	<b>5-Year Goal</b>
Acquire and/or rehabilitate units for homeownership.	35	175
Rehabilitate substandard units to create affordable rental housing opportunities	100/100	-500 units will be rehabilitated for households earning less than 30 percent MFI. -500 units will be rehabilitated for households earning 31-80 percent MFI.
Demolish blighted structures.	20	100
Construct new homes for homeownership opportunities.	20	100
Provide financing options for homeowners, such as downpayment assistance.	35	175 households earning less than 80 percent MFI will receive direct homeownership assistance.
Provide repairs to home owners whose homes are in disrepair.	120	600

**Goal 3:** Support housing stabilization efforts throughout Marion County.

<b>Strategy</b>	<b>2014</b>	<b>5-Year Goal</b>
Provide repairs to home owners whose homes are in disrepair.	260	1,300
Provide down payment assistance to home buyers.	50	250
Eliminate unsafe structures that pose a threat to public safety and/or the environment.	500	1,500

Please note: All numbers in this table are number of unduplicated persons served.

**Goal 4:** Prevent homelessness through the support and operations of programs that serve very low-income residents.

<b>Strategy</b>	<b>2014</b>	<b>5-Year Goal</b>
Support case management services that help households at-risk of homelessness.	900	4,500 clients/households earning less than 30 percent MFI will work towards self-sufficiency by receiving case management services.

Provide rent and utility assistance to families at-risk of homelessness.	200	1,000 persons/households earning below 30 percent MFI will receive rent and/or utility assistance.
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Please note: All numbers in this table are number of unduplicated persons served.

**Goal 5:** Decrease homelessness through support of homeless programs and housing projects.

Strategy	2014	5-Year Goal
Provide funding for supportive services and rental assistance in conjunction with housing programs assisting homeless individuals.	200/300	-1,000 homeless persons/families will receive rental assistance. -1,500 unduplicated homeless persons/families will receive supportive services.

**Goal 6:** Support the needs of persons living with HIV/AIDS and their families.

Strategy	2014	5-Year Goal
Provide supportive services, including housing counseling, to persons living with HIV/AIDS.	160	800
Provide housing placement services to persons living with HIV/AIDS.	40	200
Provide rent and utility assistance to persons living with HIV/AIDS.	80/400	-400 persons will receive tenant-based rental assistance. -2,000 persons will receive short-term rent, mortgage and/or utility assistance.

According to the 2000 Census, Marion County was home to 860,454 individuals. The 2007 American Community Survey (ACS) reported that the county estimated population was 872,842. Population estimates courtesy of the Indiana Business Research Center (IBRC) place the 2007 population for Marion County at 876,804. Assuming the estimates for 2007 are accurate, the population growth in Marion County between 2000 and 2007 ranges from 1.4 to 2 percent.

Marion County is comprised of 9 townships, which include: (1) Pike, (2) Washington, (3) Lawrence, (4) Wayne, (5) Center, (6) Warren, (7) Decatur, (8) Perry and (9) Franklin. Figure I-I is a map of the entire county, showing the location of each township. The City of Indianapolis and Marion County share the same borders, which include all nine (9) townships. Beyond sharing geographic boundaries, the two governments were merged in 1970 to form a single local government entity. For the purpose of this Consolidated Plan, the City of Indianapolis and Marion County may be used interchangeably to describe the same place and government.



*Figure I-I: Map of Marion County and the Nine Townships. Source: City of Indianapolis, Division of Planning, 2008.*

*Figure I-I: Map of Marion County and the Nine Townships. Source: City of Indianapolis, Division of Planning, 2008.*

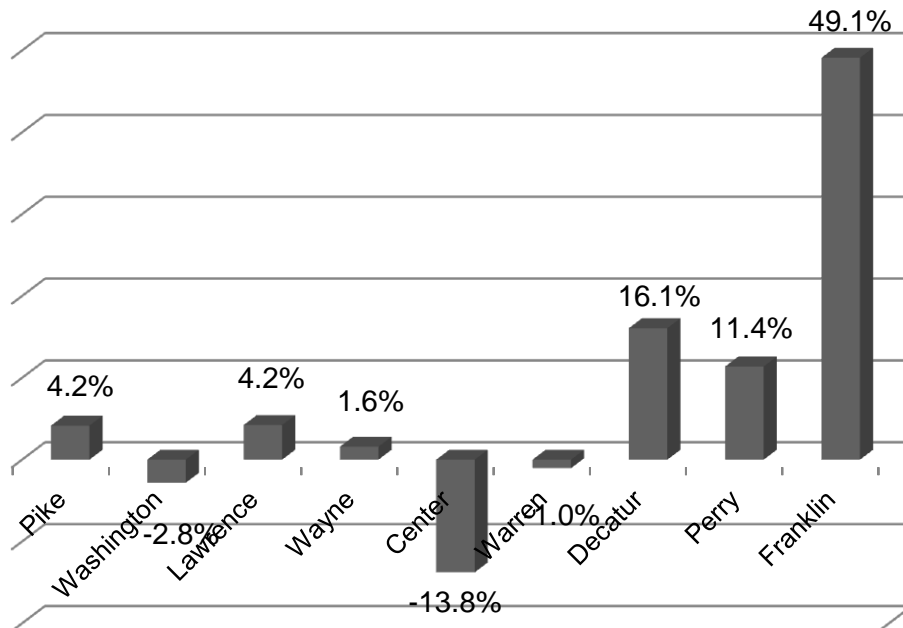
*Table I-II:  
Estimated  
Population  
by County  
and  
Township.  
Source:  
U.S.  
Census.*

Township	2000	2007
Pike	71,465	74,434
Washington	132,927	129,176
Lawrence	111,961	116,689
Wayne	133,461	135,576
Center	167,055	144,059
Warren	93,941	92,968
Decatur	24,726	28,698
Perry	92,838	103,407
Franklin	32,080	47,835
Marion County	860,454	872,842

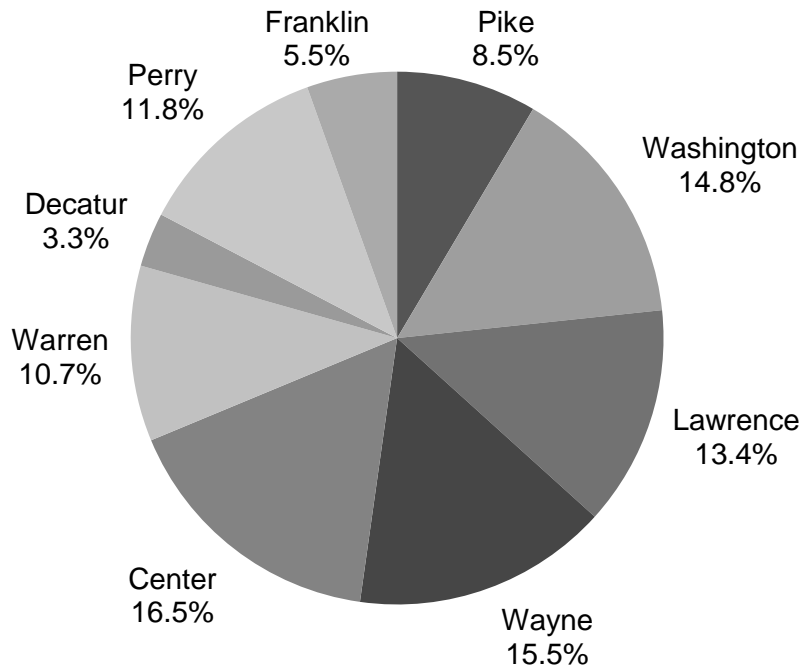
Figure  
shows  
percent

I-II  
the

population change by township from 2000 to 2007. These growth/decline numbers are based on estimates from the American Community Survey and Indiana Business Research Center.



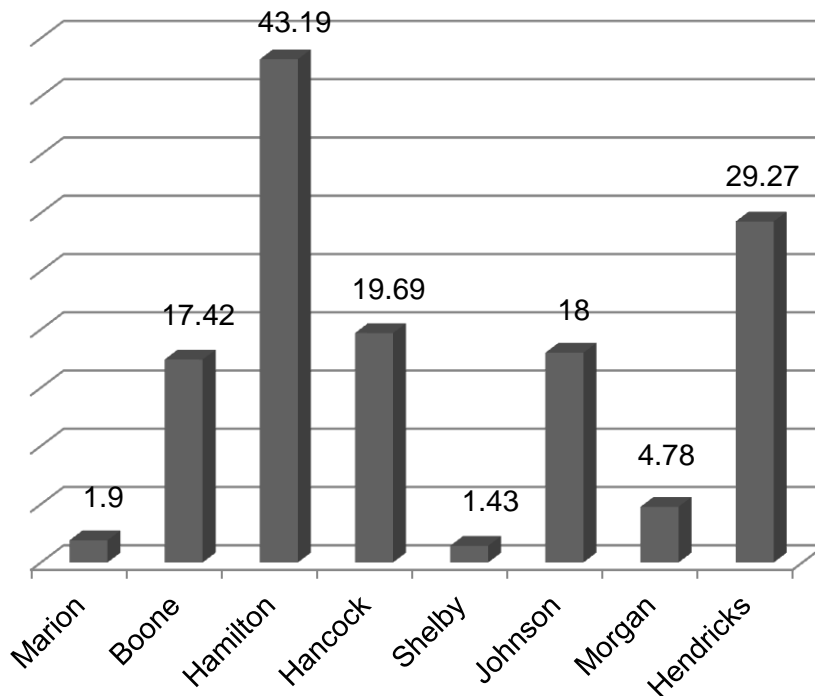
*Figure I-II:  
Estimated  
Percent  
Population  
Growth or  
Decline by  
Township.  
Source: U.S.  
Census and City  
Consultants &  
Research, LLC.*



*Figure I-III:  
Distribution of  
Marion County  
Estimated  
Population by  
Township.  
Source: Indiana  
Business  
Research  
Center, 2007.*

The top three townships for projected growth are Decatur, Franklin and Perry. The populations in Decatur and Franklin Townships have increased by a significantly higher percentage than all of the other seven Marion County townships. As shown earlier, these two townships also have the smallest populations. While Center Township still maintains the largest population overall, it is projected to continue to lose population as confirmed in the 2000 Census. Washington and Warren Townships are expected to decrease in population along with Center Township.

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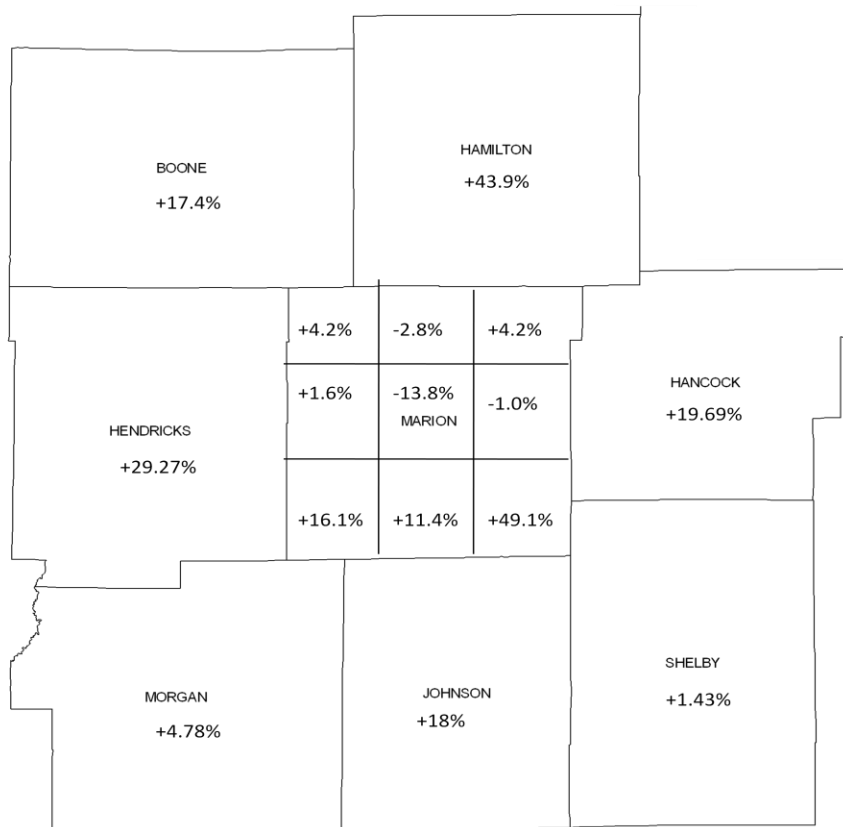


*Figure I-IV:  
2007 Estimated  
Population  
Growth by  
County for the  
Indianapolis  
MSA. Source:  
Indiana  
Business  
Research  
Center, 2007.*

The Marion County population increased nearly 2 percent from 2000 – 2007. An important part of the total consideration of growth in Marion County and its townships is the rate of growth of the surrounding counties. As figure I-IV shows, the population is growing in all of these counties. By far the largest population increase has been seen in Hamilton County, directly north of Marion County and downtown Indianapolis. Hamilton County has grown by over 43 percent from 2000 – 2007. Other counties leading in population growth include Hendricks (29 percent), Hancock (20 percent), Johnson (18 percent), and Boone (17 percent). The remaining surrounding counties are experiencing a smaller percentage of population growth. Morgan County has grown by five percent and Shelby County has grown by one and a half percent from 2000 – 2007.

Surrounding counties with the largest percent of population growth are not geographically proximate to the townships with the largest percentage of population growth. It is likely the case that in the townships experiencing lower growth or decrease in population rates, the population is bypassing the township for residences in the county they border. This is most likely the situation with the large growth rate in Hamilton County and decrease in population in Washington Township. Similar connections can be seen when the township population growth data is compared to the county population growth data. Another example is the reverse of what is the case with Hamilton County and Washington Township. The huge amount of development in Decatur Township has allowed for a 16.1 percent increase in the population from 2000 – 2007 and Morgan County, on the converse, has experienced one of the lowest rates of population growth from 2000 – 2007 among the counties surrounding Marion. With larger amounts of land left to be developed, the southern townships of Decatur, Franklin and Perry have maintained a steady growth pattern even while the counties just outside their borders continue to grow. Figure I-V shows the entire Indianapolis area, including all seven counties surrounding Marion County.





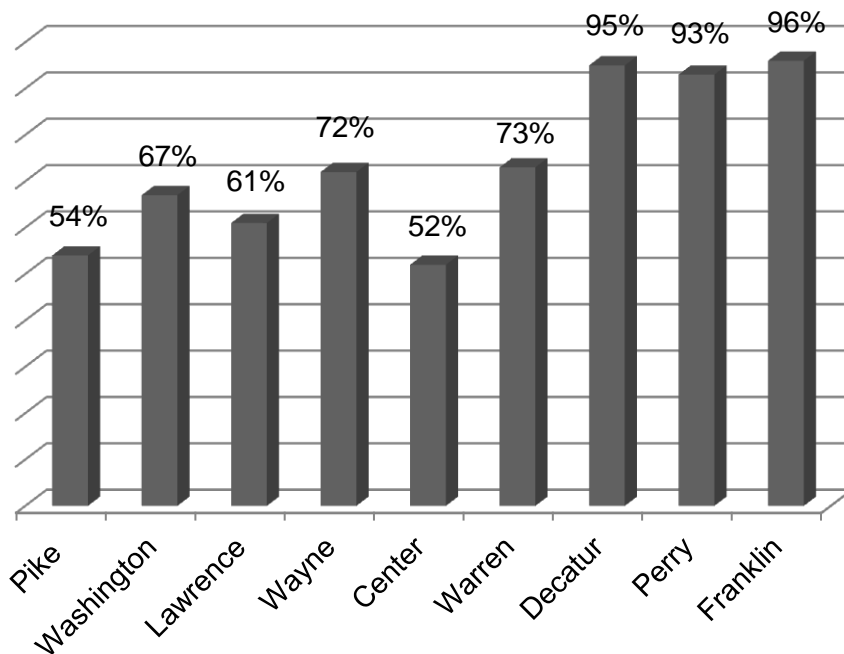
*Figure I-V: Map of Marion County and Surrounding Counties Including Growth Rates by County and Township. Source: City of Indianapolis, Division of Planning, 2008.*

### *Race and Ethnicity*

From the 2000 Census and the available estimates for 2006 and 2007, the basic racial makeup of Marion County is 71 percent White, 25 percent African American and four (4) percent other racial minorities, which is comprised of the racial/ethnic categories found in the census. These categories include: (1) American Indian and Alaska Native, (2) Asian, (3) Native Hawaiian and Other Pacific Islander, and (4) Other. The Indiana Business Research Center (IBRC) estimates that the percentage of White residents in Marion County will slightly decrease between the years 2000 – 2010. IBRC also suggests that there will be a slight increase in the percentage of African American residents during the same period.

It is important to note that race information does not provide information about the percentage of the total population that classify themselves as Hispanic or Latino. Individuals from this ethnic background are not likely to identify as any of the available racial categories tracked in the Census. They may select "Other" and they may not. To ascertain the percentage of the population that is Hispanic or Latino, a separate Census question was created. A chart illustrating the Hispanic or Latino population follows the racial analysis.

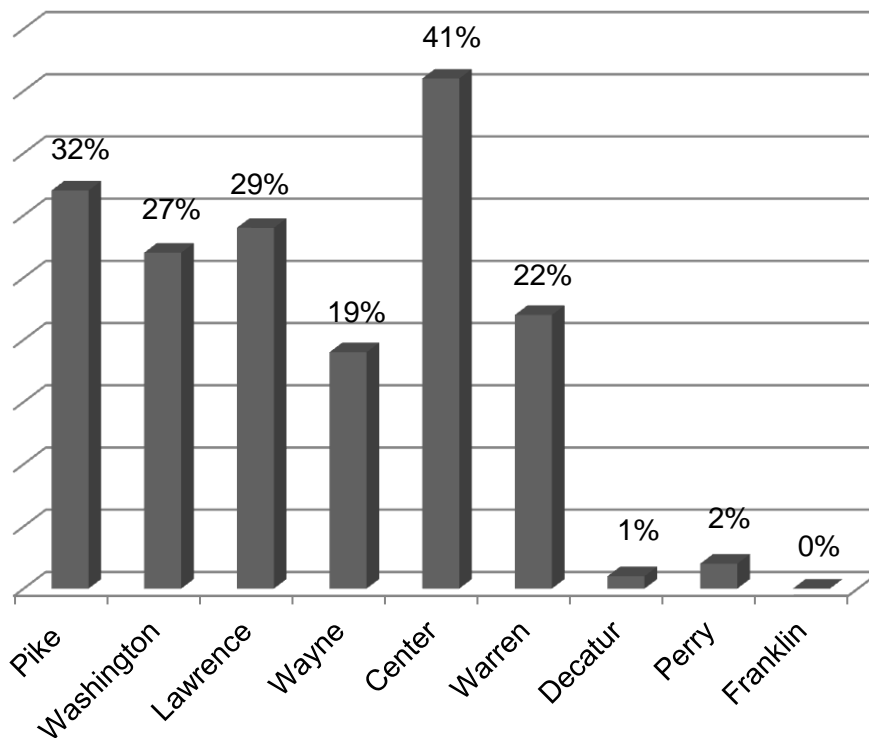
Figure I-VI shows the percentage of the population in each township that identifies themselves as White, according to the 2000 Census data.



*Figure I-VI:  
Percent of  
Population by  
Township  
Identifying  
Themselves as  
White. Source:  
U.S. Census,  
2000.*

The 2000 Census data reflects that White residents are the majority of the population in each of the nine townships. The townships with the largest concentration of Whites are the southern townships of Decatur, Perry and Franklin. Over 90 percent of the population is White in these townships. The population of White residents is between 52 – 73 percent of the total population in the remaining Marion County Townships. Figure I-VII shows the percent of the population in each township identifying them as African American.

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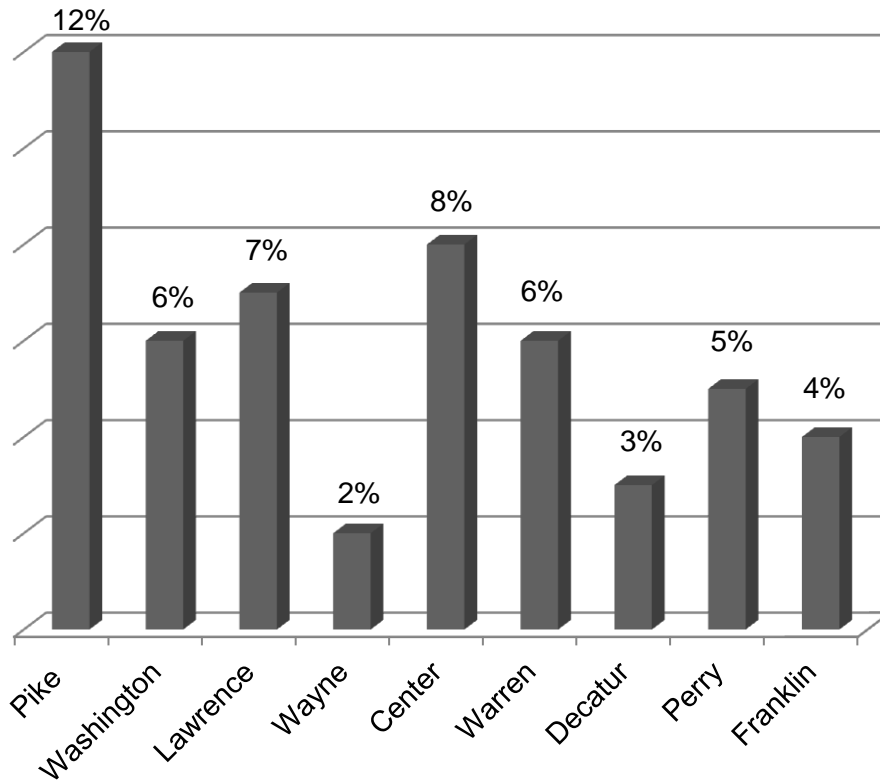


*Figure I-VII:  
Percent of  
Population by  
Township  
Identifying  
Themselves as  
African  
American.  
Source: U.S.  
Census, 2000.*

The 2000 Census data shows that the townships with the largest percentage of the total population that is African American are Center Township (41 percent), Pike Township (32 percent), and Lawrence Township (29 percent). In Decatur, Perry, and Franklin Townships, the percentage of the total population that is African American does not exceed 2 percent. The remaining three townships have African American populations that comprise between 19 and 27 percent of the total township population.

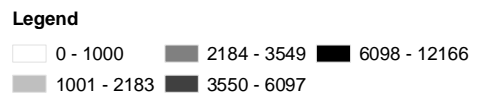
The ratio of White to African American residents in Center Township is the most balanced of the townships, with 52 and 41 percent of the total township population. The ratio of White to African American residents is most out of balance in Decatur, Perry, and Franklin Townships.

Other Racial Minorities is calculated together using the individual 2000 Census data from the following racial categories: (1) American Indian and Alaska Native, (2) Asian, (3) Native Hawaiian and Other Pacific Islander, and (4) Some Other Race. Pike Township is the most racially diverse when the data is considered from the perspective of the aforementioned categories combined. 12 percent of the total township population is one of the other racial minorities. When this number is combined with the 32 percent of the township that is African American, it can be seen that 44 percent of the total township population is a racial minority. Center Township has a higher percentage of the total population that is a racial minority, 49 percent; however, it is slightly less racially diverse than Pike Township with 8 percent of the total population being comprised of one of the 4 other racial minority categories. Figure I-VIII shows the percentage of each township's population identifying themselves as one of the other racial minorities.



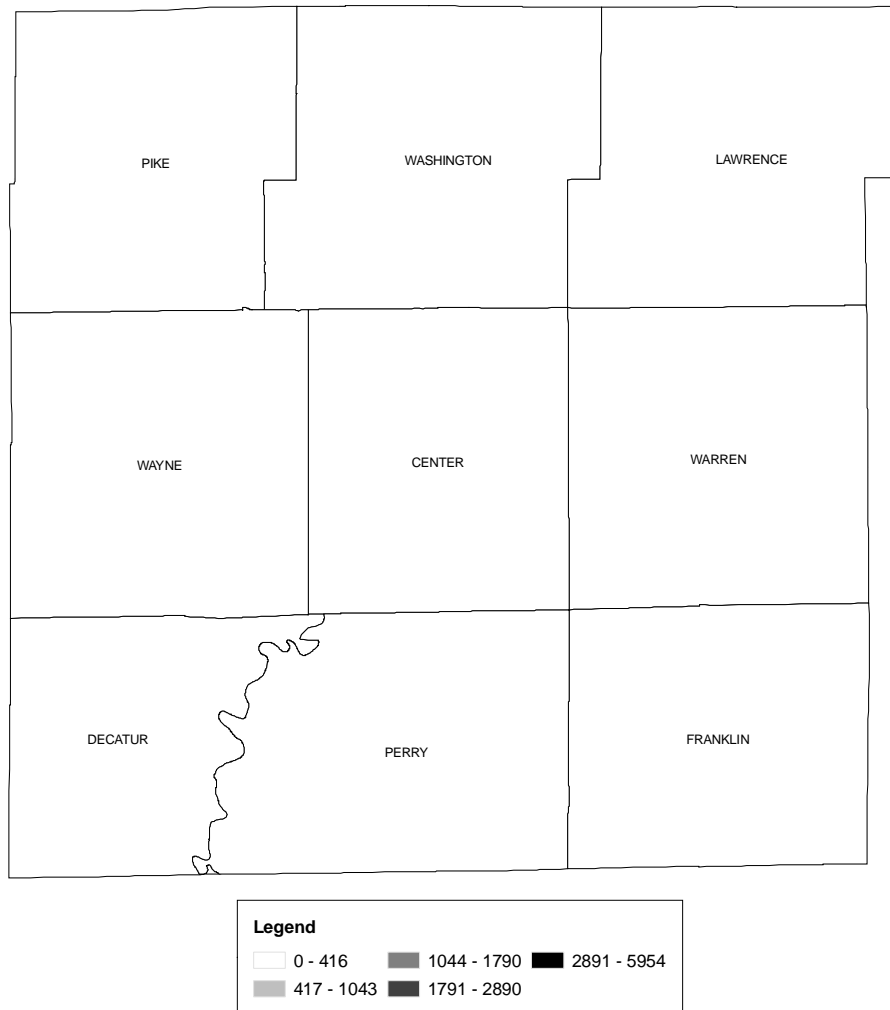
*Figure I-VIII:  
Percent of  
Population by  
Township  
Identifying  
Themselves as  
Other Racial  
Minorities.  
Source: U.S.  
Census, 2000.*

Figure I-IX shows the population density of White residents in Marion County by census tract according to the 2000 data. The majority of the census tracts with the lowest concentration of White residents (0 – 1000) are found in the northern part of Center Township and the southernmost part of Washington Township. There are also pockets of census tracts with 0 – 1000 White residents in central and southeastern Lawrence Township, in western Washington Township at the Pike Township line, in southern Wayne Township and northern Warren Township. The highest concentration (3550 – 6097) of White residents by census tracts is in, as confirmed by the previous data, Decatur, Perry, and Franklin Townships. The pockets of census tracts with this high of a percentage of White residents are also found in northwestern Wayne Township, southern Warren Township, and northeastern Lawrence Township.



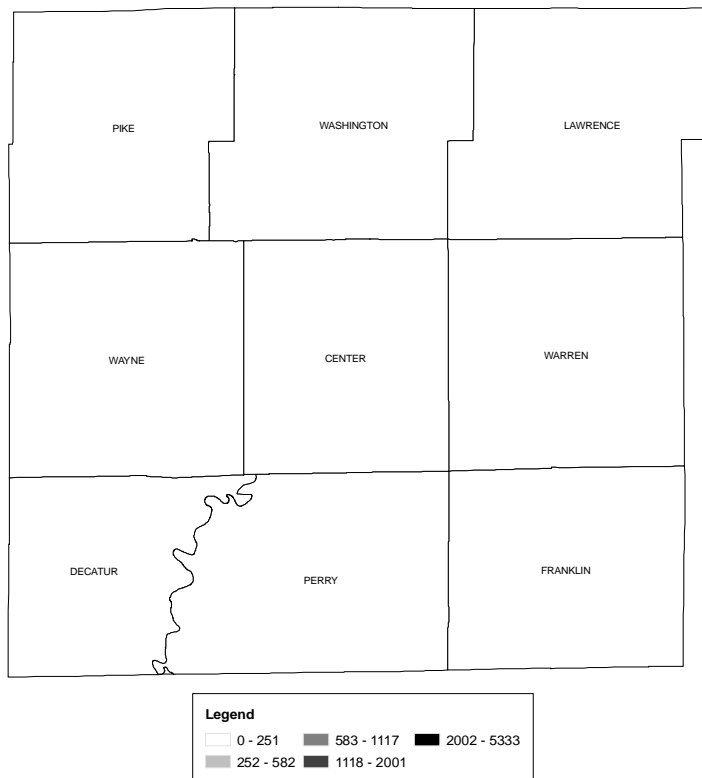
*Figure I-IX:  
Disbursement of  
White Population  
by Census Tract.  
Source: U.S.  
Census, 2000  
and the City of  
Indianapolis,  
Division of  
Planning.*

Figure I-X shows the population density of African American residents in Marion County by census tract using 2000 Census data. The majority of the census tracts with the highest concentration (2891 – 5954) of African American residents are located southeastern Pike Township and southwestern Lawrence Township. Pockets of this highest density level exist in northeastern Wayne Township, northeastern Center Township, southeastern Washington Township, and northeastern Warren Township. The lowest concentration (0 – 416) of African Americans includes all of the census tracts in Decatur and Franklin Townships and all but a very few in Perry Township. The majority of the census tracts in Wayne, Warren and Washington Townships are also in this range. A large portion of the census tracts in southern Center Township and central and northeastern Lawrence Township are also in this range. Pockets of census tracts with African American populations in this range can be found in northern and southwestern Pike Township.



*Figure I-X:  
Disbursement of  
African American  
Population by  
Census Tract.  
Source: U.S.  
Census, 2000  
and the City of  
Indianapolis,  
Division of  
Planning.*

Figure I-XI maps the population density of residents in Marion County by census tract that are one of the other racial minorities tracked in the 2000 census. Other Racial Minority is a term used to describe the following Census groups combined as a whole: (1) American Indian and Alaska Native, (2) Asian, (3) Native Hawaiian and Other Pacific Islander, and (4) Some Other Race. For the purpose of analyzing Exhibit IV – 4, the category “Two or More Minority Races” will also be included in the Other Racial Minority percentage. The census tracts with the highest concentration (2002 – 5333) of residents that are one of the other racial minorities are located in pockets in central Wayne Township, northern Center Township, and northern Warren Townships. These same areas are adjacent to the areas with the majority of the census tracts having the second highest concentration of residents that are one of the other racial minorities. The percentage of the population of Marion County that is one of the other racial minorities is fairly well spread out among the total census tracts in the county. The areas that have the lowest concentration (0 – 251) of residents that are one of the other racial minorities are located throughout much of Washington Township as well as Franklin Township. Pockets of census tracts in this range exist in southwestern Pike Township, southeastern Center Township, central Warren Township and throughout Wayne and Lawrence Townships.



*Figure I-XI: Disbursement of Other Racial Minorities Population by Census Tract. Source: U.S. Census, 2000 and the City of Indianapolis, Division*

*Table I-III: Population Disbursement by Township. Source: U.S. Census, 2000 and the American Community Survey, 2007.*

The information in Table I-III uses 2000 Census data, by township, to calculate the estimated population by race.

Township	White		African American		Other Racial Minorities	
	2000	Est. 2007	2000	Est. 2007	2000	Est. 2007
Pike	38,537	37,898	23,002	31,754	8,296	7,406
Washington	88,751	88,324	35,665	57,106	8,511	6,035
Lawrence	67,755	72,918	32,372	37,992	7,933	7,572
Wayne	95,855	94,283	25,558	31,439	2,551	14,235
Center	86,653	80,516	67,779	57,493	12,623	9,771
Warren	68,454	63,192	20,261	27,104	5,226	4,733
Decatur	23,606	27,441	302	1,566	818	818
Perry	86,747	96,091	1,522	3,454	4,569	5,181
Franklin	30,651	43,517	225	1,871	1,204	2,568

Based on the estimated total percent change in population growth/decline, the African American population grew in seven out of the nine townships between 2000 and 2007. The largest increase in African American residents likely occurred in Washington Township, where it is estimated that 21,441 new African Americans joined the population.

Using the same growth/decline percentages, the total population of Other Racial Minorities likely increased in eight out of the nine Marion County Townships between 2000 and 2007. The largest increase in Other Racial Minorities occurred in Wayne Township where it is estimated that 11,684 new Other Racial Minorities joined the population.

As mentioned earlier in this section, the racial information collected during the Census and American Community Surveys does not help to provide a picture of the Hispanic population within a community. For this information, a separate ethnicity question was included in the survey process. Table I-IV shows the percentage of the total population in Marion County that is classified as Hispanic, by township from the 2000 Census report.

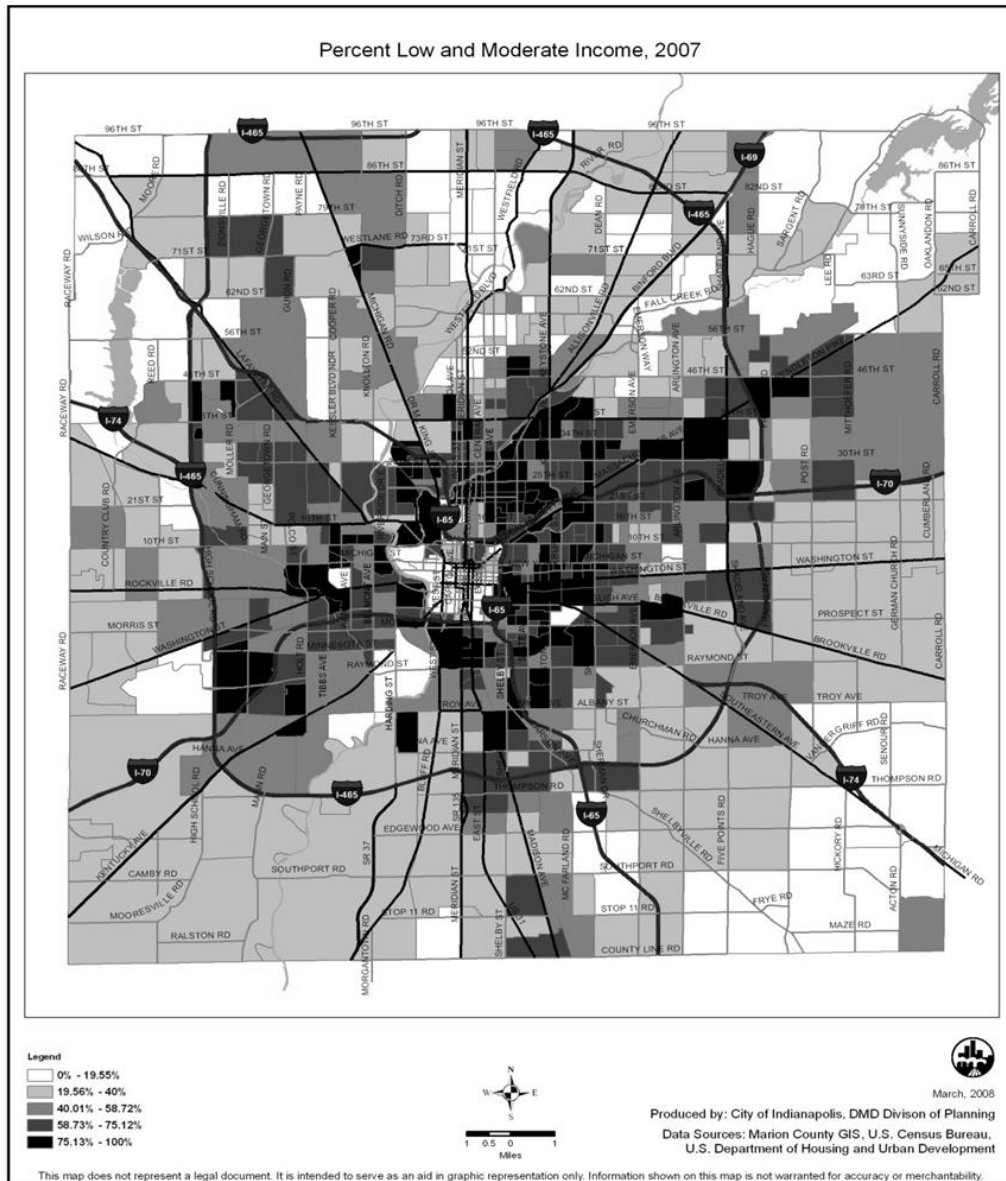


**Table I-IV: Hispanic Population Disbursement by Township. Source: American Community Survey, 2007.**

The percentage of the total Marion County population identifying themselves as Hispanic does not exceed 6.5 percent. Wayne Township has the highest percentage of the total population that is Hispanic at 12.1 percent. Pike, Lawrence and Center Townships also have Hispanic populations that exceed the county average with 6.5 percent of the total township population identifying as Hispanic. Decatur Township has such a small Hispanic population that the 2007 American Community survey could not estimate the population from its sample. The remaining townships have percentages of the population that are Hispanic ranging from 3.1 – 4.9 percent.

Households earning 80 percent of the median family income (MFI) or lower are primarily living in the city's urban core. Figure I-XII is a map of the concentration of low to moderate income households, or those earning 80 percent MFI or lower. Areas of greatest concentration, shaded in black, are located within Wayne, Center and Warren Townships. Pike, Washington, Lawrence and Perry Townships are home to low to moderate income households, but not as much as the middle three townships of Wayne, Center and Warren.

	Hispanic	Total Population	Percentage of Total Township Population that is Hispanic
Pike	6,666	74,434	9.0%
Washington	5,823	129,176	4.5%
Lawrence	7,622	116,689	6.5%
Wayne	16,403	135,576	12.1%
Center	9,524	144,059	6.6%
Warren	3,658	92,968	3.9%
Decatur	0	28,698	0.0%
Perry	5,097	103,407	4.9%
Franklin	1,506	47,835	3.1%



*Figure I-XII:  
Concentration  
of Low to  
Moderate  
Income  
Households by  
Census Tract.  
Source: U.S.  
Census, 2000  
and the City of  
Indianapolis,  
Division of  
Planning.*

### *Household Size and Characteristics*

The total number of households in Marion County increased by 6,619 between the 2000 U.S. Census and the 2007 American Community Survey. This represents an increase of 1.8 percent over the seven-year time period. The total number of households increased 37,974 since 1990, representing an increase of 11.9 percent increase over the last 17 years.

The following charts and graphs represent the most current data available about households in Marion County. Household size and characteristics can be tracked through information collected in the American Community Survey (ACS) from 2007 which has the most recent information available.

*Table I-V: Number of Households by Township. Source: U.S. Census, 2000 and American Community Survey, 2007.*

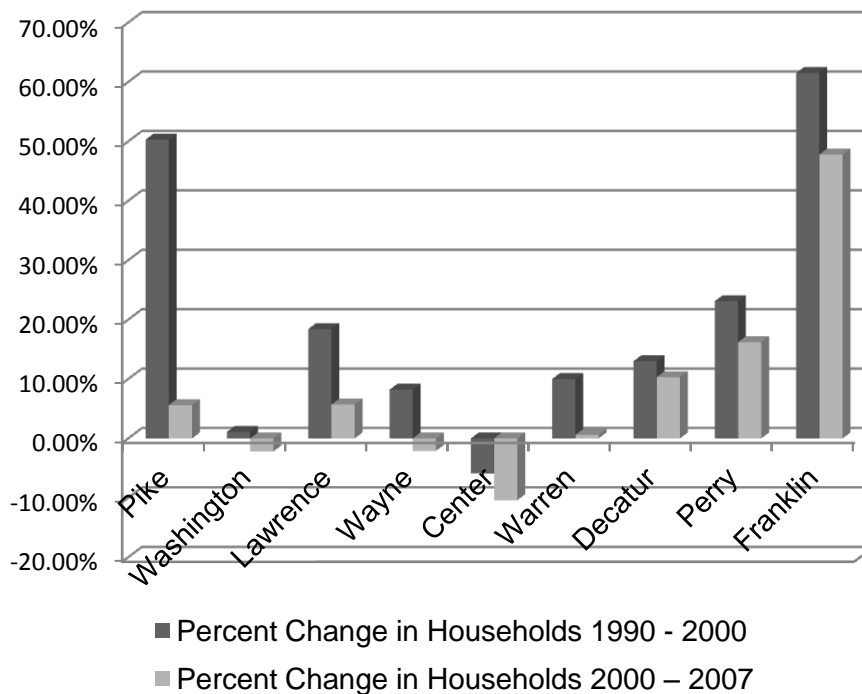
	# Households 1990	# Households 2000	Percent Change in Households 1990 - 2000	2007 ACS Households by County and Township	Percent Change in Households 2000 – 2007
Pike	20,322	30,543	50.3%	32,254	5.6%
Washington	57,965	58,616	1.1%	57,311	-2.2%
Lawrence	36,880	43,678	18.4%	46,177	5.7%
Wayne	50,983	55,176	8.2%	54,008	-2.1%
Center	70,266	66,148	-5.9%	59,288	-10.4%
Warren	34,609	38,068	10.0%	38,278	0.6%
Perry	33,764	38,144	13.0%	42,081	10.3%
Decatur	7,312	9,000	23.1%	10,454	16.2%
Franklin	7,370	11,903	61.5%	17,594	47.8%

While it is true that the total number of households in Marion County has increased by 11.9 percent since 1990, certain townships have been losing household populations. The decrease in Center Township household numbers goes back to 1990 – 2000, when the number of households decreased by 5.9 percent. Center Township continued this trend from 2000 – 2007, as the number of households decreased by another 10.4 percent.

While Center Township may have been the only one losing household numbers during the 1990s, two other townships now have declining household numbers as well. Washington Township household numbers decreased by 2.2 percent and Wayne Township household numbers decreased by 2.1 percent from 2000 – 2007. During the 1990s, Washington Township household numbers had increased by 1.1 percent and Wayne Township household numbers had increased by 8.2 percent.

Washington and Center Townships were the only townships with slowed growth or a decrease in households from 1990-2000. The remaining townships had large growth, with Pike and Franklin leading the way. One reason for the large growth in household numbers is that these townships were just beginning to develop tract housing during this time period and the household increases reflect the huge number of new residents in general moving to these townships during this time period. In the townships where development was more established prior to the 1990s, the smaller increases in household numbers reflect the fact that less overall new development occurred.

For Franklin Township, significant growth continued well into 2007. This may be due to the large growth of tract housing development, following the interstate corridor leading to the southern part of the city. Figure I-XIII shows the growth and decline in household numbers for seven of the nine townships.



*Figure I-XIII:  
Percent  
Household  
Change by  
Township.  
Source: U.S.  
Census, 2000,  
1990 and the  
American  
Community  
Survey, 2007.*

As has already been suggested, the growth in the number of households in Marion County Townships has, from 2000 – 2007, stalled significantly from the growth rates for 1990 – 2000. In some cases it has even reversed and gone from a positive growth to a decline. Center, Washington, and Wayne Townships have all had declining household numbers over the last seven (7) years. While Lawrence, Pike, and Warren Townships continue to have positive household growth from 2000 – 2007, this growth will be at least half of what it was from 1990 – 2000.

Household size is an important aspect of a community's demographic when considering housing needs. When redevelopment or new development takes place in a neighborhood, it is important to know what size of apartment or home is most likely to satisfy the needs of future community residents. The challenge encountered during urban redevelopment is the accurate estimation of household sizes to be planned for in redeveloped residential areas. Households found in redeveloped communities are unlikely to have the same size and makeup as those that occupied the site prior to redevelopment. This is because it is difficult to predict how this demographic will change because pre-redevelopment statistics will reflect the vacancies, inefficient land use, and financial losses that existed prior to the redevelopment project.

The average household size in the Marion County townships has remained relatively steady over the years between 2000 and 2007, as shown Table I-VI. Five (5) of the nine (9) townships had a slight increase in average household size. The remaining four (4) townships recorded only very slight decreases. In general, average household size has decreased across the country since the 1970s. Many industry predictions contend the decline will continue in the years to come.

The households headed by a female in Marion County have increased in all but one of the townships according the sample data available from the 2000 Census and the 2007 American Community Survey (ACS). The total number of female head of households increased in seven of the nine townships by 10.9 percent from 2000 – 2007.

*Table I-VI: Average Household Size by Township. Source: U.S. Census, 2000 and American Community Survey, 2006.*

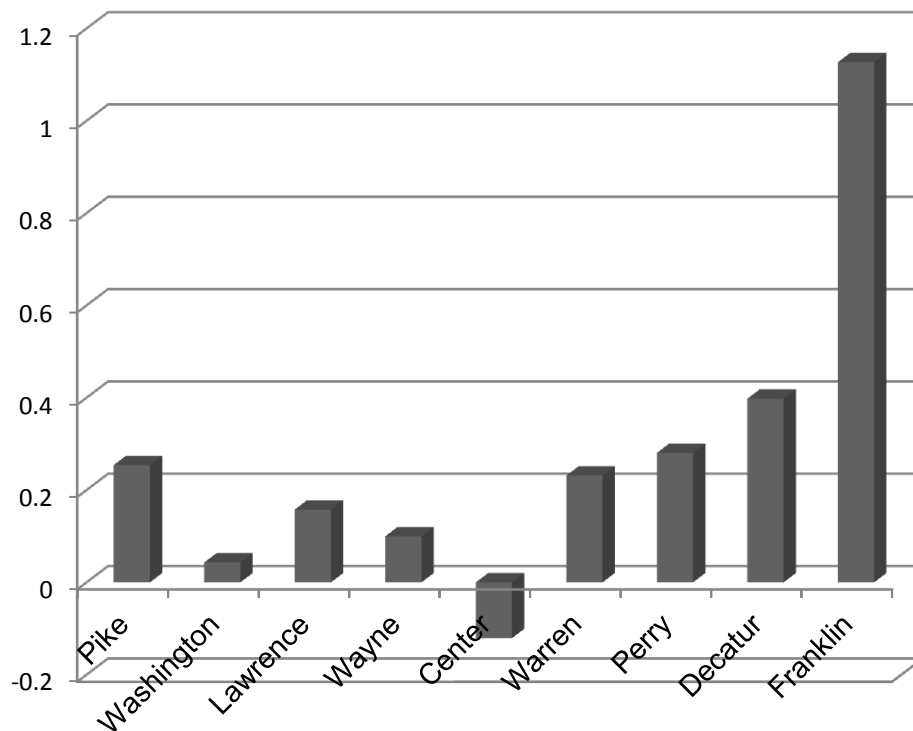
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	Average Household Size 2000	Average Household Size 2007
Pike	2.31	2.29
Washington	2.17	2.19
Lawrence	2.55	2.52
Wayne	2.38	2.41
Center	2.4	2.34
Warren	2.44	2.41
Perry	2.39	2.41
Decatur	2.72	2.73
Franklin	2.7	2.72

*Table I-VII:  
Number of  
Female Head of  
Households by  
Township.  
Source: U.S.  
Census, 2000*

	# Female Head of Householders 2000	# Female Head of Householders 2007
Pike	3,821	4,792
Washington	6,832	7,127
Lawrence	6,562	7,597
Wayne	8,035	8,837
Center	13,401	11,782
Warren	5,981	7,365
Perry	4,029	5,159
Decatur	1,181	1,651
Franklin	929	1,976

From 2000 – 2007, Franklin Township experienced the largest increase in households headed by females. This demographic grew by 112 percent. Franklin Township also experienced a significant increase in the number of households during this same time, and this may account for the overwhelming increase of female headed households. Pike, Warren, Decatur and Perry Townships also have significant increases, ranging from a 23 percent to a 39 percent increase in female headed households. Center Township is the only township with a decrease in female head of households. The demographic decreased 12.1 percent from 2000 to 2007. Figure II-XIV shows the growth in female head of households by township.



*Figure I-XIV:  
Percent Female  
Head of  
Household  
Change by  
Township.  
Source: U.S.  
Census, 2000,  
1990 and the  
American  
Community  
Survey, 2007.*

In addition to knowing the size of the household, developers need to know the needs of potential clients, specifically those with a disability. The U.S. Census and the American Community Survey give data on the number of people living in each township with a disability; however, it is unknown the number of households with a person with a disability. Based on the population distribution of persons living with a disability, shown Table I-VIII, a housing provider can determine the need for accessible housing for Marion County residents.

*Table I-VIII: Number of  
Persons Living with a  
Disability by Township.  
Source: U.S. Census, 2000  
and American Community  
Survey, 2007.*

	2000 Population 5 Years and Older with a Disability	2007 Population 5 Years and Older with a Disability
Pike	17%	11.4%
Washington	17.4%	12.7%
Lawrence	17.3%	11.9%
Wayne	19.7%	17.3%
Center	28.8%	24.4%
Warren	20.7%	19.9%
Perry	17.3%	15.3%
Decatur	20.5%	6.9%
Franklin	12.9%	14.3%

Persons with disabilities may be living in institutionalized care or in group homes. Franklin Township does not have either of these services located within its geographic borders. These services are located in the northern and western parts of the county. Table I-IX shows the number of the Marion County population living in institutional quarters. The Marion County Correctional Facility is located in downtown Indianapolis, which is in Center Township. At the time of the 2000 Census, all 4,361 of county residents living in correctional institutions were in Center Township.

**Table I-IX:**  
*Number of  
Persons Living in  
Institutions.*  
*Source: U.S.  
Census, 2000.*

	Total # Living in Institutionalized Group Quarters	# Living in Nursing Homes	# Living in Correctional Institutions
Pike	774	750	0
Washington	1,468	1,099	0
Lawrence	525	491	0
Wayne	1,549	1,088	0
Center	5,930	877	4,361
Warren	890	883	0
Perry	741	739	0
Decatur	86	86	0
Franklin	0	0	0

## Managing the Process

Program Year 5 Action Plan Managing the Process response:

The City of Indianapolis, Department of Metropolitan Development, will serve as the lead agency for the 2010-2014 Consolidated Plan. Within this Department, the Division of Community and Economic Development provides the primary staff for implementation within the lead agency. Its staff is highly trained with over twenty years of experience in the administration of these funds. This Consolidated Plan will be the third five-year plan implemented by this department.

The Administrator and Assistant Administrator for the Division of Community Economic Development oversee the implementation of the programs as well as the accounting of each dollar received. A staff of two individuals manages each grant, with additional staff assisting with the implementation of specific programs and regulations, such as Davis Bacon compliance, rehabilitation standardization and abandoned housing programs.

The City of Indianapolis is ultimately responsible to ensure the goals of the Consolidated Plan are reached by the end of the five-year period. It relies heavily on non-profit and for-profit housing developers and social service providers to



implement programs across Marion County to reach these goals. While the City of Indianapolis is primarily responsible for the administration of the funds, these private providers implement the programs and work directly with the people served. The private providers report performance back to the City of Indianapolis staff and submit to regular monitoring to assure compliance with all federal, state and local regulations.

The City of Indianapolis through the Division of Community Resources (Community Resources), within the Department of Metropolitan Development implements programs and awards funding to the programs from the U.S. Department of Housing and Urban Development. Community Resources will fund projects implemented by city staff in other departments or divisions and projects implemented by outside contractors called project sponsors. All organizations seeking funding for their program or project must apply for dollars through a competitive application process in the summer.

The Department of Metropolitan Development contracted with City Consultants and Research, LLC to research and write the 2010-2014 Consolidated Plan. While the text and consultations were completed by the contractor, the City of Indianapolis' staff made the ultimate decisions to pick the priority needs and goals for this Consolidated Plan.

City Consultants & Research, LLC conducted individual consultations with service providers and housing stakeholders across the metropolitan area. A complete list of all consultations is included as Appendix A of the Consolidated Plan. The list includes other grant providers, grant recipients, housing providers, social service providers and community foundations. The Marion County Health Department and the Indianapolis AIDS funds provided the most accurate information and statistics about people living with HIV/AIDs. Both of these organizations, despite what their names suggest, work within the entire Metropolitan Area including outlying counties.

As part of the public input process, City Consultants & Research, LLC included input and results from planning meetings from the Neighborhood Stabilization Program. Planning and analysis from the Neighborhood Stabilization Program assisted with completion of the housing analysis for the Consolidated Plan.

**\*\*Please see attached sign in sheets from the Action Plan Release meeting that was held.**

### **Citizen Participation**

Program Year 5 Action Plan Citizen Participation response:

A key component of the City's community development efforts are the cooperation and participation with community stakeholders. Public feedback was the single most important guide in the development of goals for the City's *Action Plan* and its *2010-2014 Consolidated Plan*.

City staff held two public meetings to seek input from the public. City staff also released a survey however the response was low and therefore will not be included as public comment.

The Director of the Department of Metropolitan Development, the Administrator for Community Economic Development and the Assistant Administrator for Community Resources attended the April meeting of the Indianapolis Coalition of Neighborhood Development (ICND) to discuss how DMD was going to seek and award funding starting in 2014. During this meeting City staff received a lot of comments and had great discussion around the topic of homeowner repair and HOME funds. City staff attended the October 23<sup>rd</sup> meeting of ICND to release the Request for Proposals for CDBG and HOME. Those responses are due back to the City on December 23<sup>rd</sup>.

The awards for 2014 Public Service Grants were announced on October 17, 2013. A copy of the notice is attached to this document.

The City did not receive any comments from the public regarding this plan.

## Monitoring

Program Year 5 Action Plan Monitoring response:

**Project Sponsor Monitoring** - is a crucial part of the grant process. Not only does this process aid the City with reaching the goals of the Consolidated Plan but it also enables Project Sponsors to positively impact Indianapolis communities by meeting the goals of their organizations and encouraging the overall success of their programs from the initial phase continuing throughout the life of the grant.

The City has developed a streamlined process that ensures the utmost project compliance with federal guidelines, not to mention local policies and procedures. Annually, the City will conduct an on-site monitoring visit for all current contracts in order to verify compliance with these regulations. If deemed necessary by City staff, additional visits may be required in the event that compliance and capacity concerns demonstrate potential that could threaten the success of the program. By conducting this aspect of monitoring, if there are areas of concern it can be addressed early as this monitoring is conducted in the beginning of the project and for some grants follow up is conducted during the Annual Long Term Compliance Monitoring. The following is the basic outline of the monitoring process.

### A. Preparation

1. To determine an appropriate date and time of the monitoring visit, each Project Sponsor will be contacted either by phone or e-mail. Once agreed and at least two weeks prior to appointed visit, the date and time will be confirmed via e-mail and on some occasions via postal mail. This electronic notice will include a list of documents that should be readily available during the visit and request for on-site interview with the Project Sponsor's Executive Director, or his/her designated representative. In addition, City staff request that any support staff also involved with the project be available or present at the scheduled visit.

### B. On-Site Visit:

1. Introduction and Interview: Upon arrival, City staff will describe the review process that will occur throughout the visit and verify that all

required data and files are accessible. An initial interview will be held with the Executive Director or his/her designated representative. City staff will ask a series of questions relating to the capacity of the organization, program effectiveness, contractual compliance and any recent changes that the organization may have encountered.

2. Policies and Procedures: Personnel and other organizational policies and procedures will be reviewed to ensure compliance with federal and local regulations and assess the client intake procedure and assessment process.
3. Financial Information: The City reserves the right to assess any financial back-up documentation for claims to determine whether unnecessary or unreasonable expenditures have occurred. Claims are reviewed to verify the Project Sponsor is maintaining appropriate and sufficient records, including the timeliness of expenditures. Other records, such as cash flow, organizational budget and audits, are requested to ensure financial compliance, as well as capacity to perform.
4. Exit Interview: City staff will conduct an exit interview with the Executive Director, or his/her designated representative, to answer any questions and clarify any missing or unusual information found during the visit. At this time and only if necessary, corrective actions will be discussed.

C. Post-Project Sponsor Visit Procedures

1. City staff will send a monitoring evaluation letter to the Project Sponsor. This communication will outline both the strengths and weaknesses of the organization, in addition to any corrective actions that must be addressed.
2. In the event that corrective actions must be taken, a deadline of no more than 60 days will be determined for these actions and instruction on how compliance with these actions should be reported (i.e. follow-up visit, phone call, etc.) If Project Sponsor does not complete all corrective actions outlined in the time allotted, a letter will be sent detailing areas of non-compliance, including copies of previous correspondence and listing actions (i.e. possible decrease of funding, stop-payment of claims, etc.) that the City will take if the situation is not rectified.

**HOME Program Monitoring**

All rental housing projects will continue to be monitored on their appropriate monitoring and inspection cycle to determine compliance with Housing Quality Standards (HQS) and federal regulations (24 CFR 92) to verify that the project owner maintains the appropriate mix of low-income tenants throughout the compliance period; collects the required information and annually determines the income eligibility of tenants in the assisted units; collects rents that do not exceed the HOME maximum rents, and maintains the units in accordance with HQS.

Prior to construction, staff assists developers with construction bid documents to ensure inclusion of federal regulations and attend bid openings and pre-construction meetings to assure compliance with HUD requirements. During construction, staff attends frequent on-site meetings and performs periodic inspections and employee interviews. After completion of construction, staff conducts inspections of a sufficient sample of units to ensure that the owner maintains units in compliance with HQS.

### **Lead-based Paint**

Program Year 5 Action Plan Lead-based Paint response:

As directed by the Congress in Title X, HUD, EPA, OSHA, and CDC have issued the following regulations and guidelines with respect to the evaluation and control of lead-based paint hazards in housing:

- HUD and EPA jointly: Requirements for Disclosure of Known Lead-Based Paint and/or Lead Based Paint Hazards Upon Sale or Lease of Residential Property (HUD: 24 CFR Part 35, subpart A; EPA: 40 CFR Part 745, subpart F).
- HUD: Requirements for Notification, Evaluation and Reduction of Lead-Based Paint Hazards in Federally Owned Residential Property and Housing Receiving Federal Assistance, known as the HUD Lead Safe Housing Rule (24 CFR Part 35, subparts B-R).
- EPA: Requirements for Lead-Based Paint Activities in Target Housing and Child Occupied Facilities; Requirements for Hazard Education Before Renovation of Target Housing; Identification of Dangerous Levels of Lead; Renovation, Repair, and Painting. (40 CFR Part 745).
- OSHA: Interim Lead in Construction Standard (29 CFR 1926.62).
- CDC: CDC Response to Advisory Committee on Childhood Lead Poisoning Prevention Recommendations in "Low Level Lead Exposure Harms Children: A Renewed Call of Primary Prevention." (CDC, 2012a). Preventing Lead Poisoning in Young Children (CDC, 2005); Managing Elevated Blood Lead Levels among Young Children (CDC, 2002); and Screening Young Children for Lead poisoning: Guidance for State and Local Public Health Officials (CDC, 1997).

These regulations and guidelines constitute the Federal regulatory framework for the evaluation and control of lead-based paint hazards in housing, as of the publication of the second edition of the Guidelines. When necessary, the City of Indianapolis will enforce these regulations to reduce the number of housing units containing lead-based paint hazards in order to increase the inventory of lead-safe housing available to extremely low-income, low income, and moderate-income families.

In November of 2012, The City of Indianapolis was awarded a \$3,000,000 Lead Hazard Reduction Demonstration Grant to be administered over the next three years.

The Department of Metropolitan Development will focus on the promotion and development of healthy housing by identifying high-risk populations, conducting lead inspections and risk assessments, and mitigating lead hazards through interim

controls and abatement. As a result of the projected project activities, approximately 280 eligible privately owned housing units would be enrolled, including 100 owner-occupied single-family units and 180 single-family and/or multi-family rental units. With priority status is given to homes with children under the age of six with EBLLs.

## HOUSING

### **Specific Housing Objectives**

Program Year 5 Action Plan Specific Objectives response:

Housing continues to be the highest priority for these entitlement programs. In 2014, the City awarded approximately \$7,000,000 in funding for housing development and other eligible CDBG and HOME activities. This will be achieved, primarily, at the grass roots neighborhood level by partnerships with community based organizations such as Community Development Corporations (CDC's). The City released a RFP on October 23, 2013 to solicit organizations to partner with the City. These new partnerships will utilize additional funds that have been put aside to address housing and economic development needs for low to moderate income families.

This plan includes funding to provide housing repairs to single-family households earning less than 80 percent of the area median family income that are part of a larger community development project. The City will provide CDBG funds to organizations to provide needed repairs such as, roof replacement, new furnace installation, window replacement, siding, and other repairs necessary to maintain a suitable living condition. These types of repairs will ensure that individuals, particularly the low or fixed-income elderly, are able to remain in their homes.

Another strategy used to accomplish the goal of building stronger neighborhoods is to create new homeownership opportunities. In 2014, HOME funds will be awarded to non-profit developers to build new homes as well as acquire and rehabilitate vacant structures to be sold to low-income families. Funding for as many as 12 new affordable homes has been awarded. Finally, the Indianapolis Neighborhood Housing Partnership will provide direct homeownership assistance in the form of down payment assistance to as many as 25 low-income homebuyers.

The plan includes \$900,000 of HOME funds in the form of development subsidy for the development and construction of several planned multi-family rental developments applying for Low Income Housing Tax Credits in Marion County. Additionally, the City will provide funding to economic development and neighborhood empowerment programs and to address vacant unsafe structures.

While creating and maintaining quality affordable housing remains the cornerstone of the City's strategy to building stronger neighborhoods, other services must be made available either separately or in direct linkage to housing opportunities so that individuals and families in need may attain a higher level of self-sufficiency. In 2013 a variety of activities that promote self-sufficiency will be undertaken including job readiness, placement, and retention services; senior and youth services; and other support services linked to housing for the homeless and special needs populations.

These activities will be implemented as part of the holistic approach that is necessary to achieve the development of Indianapolis communities. In 2013, CDBG, ESG, and HOPWA funds totaling over \$2 million will be invested to assist families and individuals in attaining the services they need to become more self-sufficient.

### **Needs of Public Housing**

Program Year 5 Action Plan Public Housing Strategy response:

The Indianapolis Housing Agency (IHA) functions as the public housing authority for the City of Indianapolis and manages approximately 1,552 public housing units and 7,437 Housing Choice Vouchers (HCV) previously known as Section 8 Vouchers.

IHA is committed to transitioning public housing and HCV participants into fair market rental (FMR) properties and homeownership. Since 2005, IHA has strategically utilized HUD's HCV Homeownership Program resulting in an estimated 150 new homeowners. IHA has further leveraged the resources of City funded Community Development Corporation homeownership programs and Indianapolis Neighborhood Housing Partnership (INHP) homeownership training programs to successfully transition low and moderate income residents to homeownership.

IHA will continue to receive both technical and financial assistance to support their rental and homeownership efforts while assuring the coordination of mutual goals to provide safe, affordable, and quality housing to Indianapolis citizens.

### **Barriers to Affordable Housing**

Program Year 5 Action Plan Barriers to Affordable Housing response:

*Affordability* measures the extent to which there are enough housing units of different costs to provide each household with a unit it can afford (based on the 30 percent of income standard). A *barrier to affordable housing* may include any obstacle to securing affordable housing which should be distinguished from an impediment to fair housing choice. Three primary barriers to accessing affordable housing are: 1) Lack of availability of affordable housing, 2) Excessive and costly regulations that are restricting the production and operation of affordable housing for working families, and 3) Poor credit history coupled with inadequate income. Other barriers include lack of knowledge of available programs and resources and lack of financial resources by housing providers.

Although many efforts are underway to address the shortage of affordable housing units, development efforts are countered by the increasing demand for affordable housing due to the rise in unemployment and foreclosure rates. Indiana ranked 10<sup>th</sup> highest foreclosure rates in the United States while unemployment rates remained around 8.2% in 2012. To address this challenge in 2014, the City will invest over \$1.2 million HOME and CDBG funds to increase and/or maintain access to affordable housing. The CDBG funded entities will assist homeowners in the repair of their homes in an effort to maintain the availability of affordable housing.

To address the second barrier to affordable housing, excessive and costly regulations that restrict the production and operation of affordable housing, the City is strengthening its efforts to be more efficient and work in collaboration with the State

of Indiana and other organizations that impact the production of affordable housing. Specific efforts are underway to maximize the availability of HOME funds available to be used in cooperation with developers who receive Low-Income Housing Tax Credit awards from the State. An additional \$900 thousand of HOME funds has been earmarked to assist with the removal of this second barrier in 2014, while also increasing the number of affordable rental units throughout Marion County.

Poor credit history coupled with inadequate income, the third major barrier, continues to have a negative effect on those attempting to access affordable housing. Ongoing cost of living increases, unemployment rates, and historical financial mismanagement result in the denial of conventional home purchase loans and access to affordable rental units. To combat this challenge, the City will continue to fund the organizations committed to enhancing the credit worthiness of potential homebuyers through its finance and homebuyer capacity building programs. The Indianapolis Neighborhood Housing Partnership, Habitat for Humanity and several community development corporations currently provide counseling and other related training to prospective homeowners.

### **Affirmatively Furthering Fair Housing**

#### **a. Actions taken to affirmatively further fair housing.**

The City awarded HOME funds to several organizations, including the Indianapolis Neighborhood Housing Partnership (INHP), to provide down payment assistance to low/moderate-income homebuyers in 2014. HOME funds provided to low/moderate-income homebuyers in the form of down payment assistance, increases access to mortgages (credit) and contributes to the building of wealth. HOME funds were also awarded to create rental opportunities outside of Center Township.

#### **b. Summary of impediments to fair housing choice in the Analysis of Impediments (AI).**

- The general population is not aware of fair housing issues or where to file complaints.
- The general population, particularly the minority population, is not fully educated in the home buying process.
- A person with disabilities and with a low income may not be able to afford the necessary improvements to a housing unit to make it accessible.
- There are negative connotations or stereotypes associated with affordable housing development making it difficult to develop new affordable housing units, particularly outside the urban core.
- Racial disparities are prominent in the number of high cost loans issued in Indianapolis.

#### **c. Identify actions taken to overcome effects of impediments identified in the AI.**

The City's current Analysis of Impediments to Fair Housing Choice includes an action plan to mitigate identified impediments. This plan includes five goals with specific strategies to achieve them. To date the City has accomplished the following:



- Support repair programs for persons with disabilities to make their homes or rental unit more accessible
- Support a local agency to promote fair housing and to serve as a place to receive complaints on fair housing.
- Support homeownership training classes

The City of Indianapolis has designated the Indianapolis Neighborhood Housing Partnership (INHP) a sub-recipient for utilizing the City's Down Payment Assistance set aside of HOME Funds. By doing this the city is achieving its goal to support a local agency to promote fair housing and to serve as a place to receive complaints on fair housing. This designation with INHP continued through 2013 when INHP assisted 18 low-income households with DPA. Additionally, by awarding INHP with the sub-recipient designation of HOME DPA funds, the City has also achieved its goal of supporting homeownership training classes. As a programmatic rule for participation, all eligible prospective homebuyers must attend and pass homebuyer training classes, as well as money management credit counseling classes in order to receive down payment assistance funds through the City of Indianapolis and INHP.

The City will continue its focus on completing the other goals identified in the action plan, which include: (2) Contribute articles to local media and neighborhood organizations on affordable housing and practices and emphasize the importance of fair housing choice. (3) Contribute to the professional publications, such as those with MIBOR to encourage fair housing practices and emphasize the importance of fair housing choice.

### **HOME/ American Dream Down payment Initiative (ADDI)**

Program Year 5 Action Plan HOME/ADDI response:

#### **Down Payment Assistance**

The Down-Payment Assistance (DPA) Program, administered through the HOME Investment Partnerships Program, is granted to the Indianapolis Neighborhood Housing Partnership (INHP) acting as a sub recipient. The DPA program, through INHP, provides homebuyer education classes, credit counseling, and money management training along with down payment and closing cost assistance to income eligible buyers. In recent years, this program has made home ownership possible for hundreds of qualifying homebuyers. INHP will be awarded approximately \$250,000 to continue their efforts in providing assistance to the majority of qualifying homebuyers in the Indianapolis housing market. INHP will continue to administer the funding through their application process and will work with the other Community Development Corporations and neighborhood groups to provide program administration. The goal of this partnership is to provide for more return on the investment of funds by having one source of those funds who also has a proven record of being successful with preparing homeowners to be successful.

#### **HOME Development Subsidy**

For year 2014 the City of Indianapolis will be issuing HOME and CDBG funds in the form of an RFP. This RFP will ask local developers, community stakeholders and non-profit organizations to propose a plan to the City for the use of HOME funds as development subsidy for the development of decent affordable housing. The amount



of HOME Funds the City anticipates to be available in the 2014 RFP process is \$1,228,664.

**Periods of Affordability**

The HOME Program requires a minimum affordability period for all projects receiving HOME funds, depending on the amount of HOME funds invested in each unit and the type of activities performed using HOME funds. The chart below shows how the activity and per-unit subsidy determine the HOME required affordability period.

**Affordability Period for Homebuyer Projects:**

HOME FUNDS PROVIDED	AFFORDABILITY PERIOD
<\$15,000	5 years
\$15,000 - \$40,000	10 years
>\$40,000	15 years

**Affordability Period for Rental Projects:**

ACTIVITY	AVERAGE PER-UNIT HOME	MINIMUM AFFORDABILITY PERIOD
Rehabilitation or Acquisition of Existing Housing	<\$15,000 \$15,000 - \$40,000 >\$40,000	5 years 10 years 15 years
Refinance of Rehabilitation Project	Any dollar amount	15 years
New Construction or Acquisition of New Housing	Any dollar amount	20 years

The HOME Grant Team is to monitor for compliance to make sure that the correct provision and mortgage/note are used for each transaction of a unit by a sub-contractor.

**RESALE**

Under resale guidelines, The City of Indianapolis will ensure that, when a HOME-assisted homebuyer sells his or her property during the period of affordability, 1) the property is sold to another low-income homebuyer; 2) the original homebuyer receives a "fair return" on investment (homebuyer cash investment plus 80% of documented capital improvements and appreciation); and 3) the property is sold at a price that is affordable to a family at 80% of area median income that will pay not more than 30% of their income for principle and interest.

The Resale Provision

1. This provision will be enforced when ownership of a HOME assisted unit is sold with no HOME direct buyer subsidy provided to the purchaser. The resale provision ensures that a HOME-assisted property remains affordable during the entire period of affordability. The length of the period of affordability is determined by the amount of HOME funds provided as development subsidy.
2. The affordability period is terminated should any of the following events occur: foreclosure, transfer in lieu of foreclosure or assignment of a FHA insured mortgage to HUD. The original housing developer may use purchase

options, rights of first refusal or other preemptive rights to purchase the housing before foreclosure to preserve affordability.

3. Project Sponsors will be required to initiate a declaration of covenants to enforce the terms of the resale provision
4. During the period of affordability, the property must be sold to another income qualified person.
5. The purchaser must occupy the property as their primary residence.
6. The original homeowner is guaranteed a fair return on their investment. If the homeowner wants to sell the property during the period of affordability, he/she must contact the HOME Grant Manager and provide the following information: original HUD-1, current mortgage statement, and documentation of capital improvements.

Note: The City will allow up to 80% of the documented\* value of capital improvements. The list of allowable capital improvements is as follows:

- Room addition (bedroom, bathroom, family room)
- Refurbishment/modernization of kitchens or bathrooms, limited to built-in new appliances, cabinets, or flooring
- Addition of porches or decks
- Installation of central air conditioning or new heating equipment
- Major re-plumbing or upgrading or electrical service
- Landscaping
- Sprinkler system

\*Homeowner must have itemized receipts for capital improvements. If receipts do not exist, then the costs are not eligible.

7. Subsequent buyers of properties with the resale provision will be required to abide by the resale restrictions for the remaining period of affordability. A homeowner may sell the property after the period of affordability without any restrictions or regulations.

## **RECAPTURE**

Under the recapture guidelines, the City of Indianapolis will recapture all or a portion of the direct HOME subsidy if the HOME recipient decides to sell the house within the affordability period at whatever price the market will bear.

The sale of the property during the affordability period triggers repayment of any net proceeds (sales price minus loan repayments that are superior to HOME and any closing costs) up to the amount of direct HOME subsidy that the buyer received when he/she originally purchased the home. If there are no net proceeds or the net proceeds are insufficient to recapture the full amount of HOME investment due, the amount subject to will be limited to what is available from net proceeds.

### The Recapture Provision

1. This provision authorizes the City of Indianapolis to recapture up to the entire HOME buyer subsidy subject to the availability of net sales proceeds within the original buyers period of affordability.
2. The buyer subsidy is needed when a gap exists between what the buyer can afford and the value of the home plus closing costs. The buyer subsidy will be accounted for when the value of the home is reduced to make it affordable (Fair Market Value Reduction), closing costs are paid, down payment assistance is provided, or a credit is provided to the buyer from the amount due to the seller at closing.
3. Project sponsors will be required to initiate a mortgage and promissory note in the amount of the HOME buyer subsidy with the City of Indianapolis, Department of Metropolitan Development as the mortgagor and the homebuyer as the mortgagee.
4. This loan will be a zero percent interest deferred payment loan and in most cases in second position. Loan documents will state that the loan amount is due and payable from available net sale proceeds when the homeowner is no longer the principal resident of the house. Loan documents will specify that if ownership is transferred due to sale of the property during the period of affordability, payment shall be made to the City from available net sale proceeds. If the original buyer is in non-compliance at any time during the period of affordability, the full loan amount will be immediately due and payable to the City of Indianapolis.
5. The purchaser must occupy the property as their primary residency during the period of affordability.
6. The homeowner may sell the property to any willing buyer at any price the market will bear.

### A. Guidelines for Subordinating the City's Loan

The HOME Grant Analyst on behalf of the City of Indianapolis will consider subordinating its' mortgage only if the new mortgage (or refinancing) remains affordable to the homebuyer, the new mortgage payment shall not exceed 30% of the owner's gross monthly income. The City's investment must be secured by the appraised value of the property less all other debts and liens against the property.

### **HOME Match Requirement**

May 2014, the City of Indianapolis received a 50% match reduction. To meet the 12.5% HOME match requirement for 2014, the City will utilize a portion of the \$7,107,481 of match carry-over from previous years match contribution overages.

### **Minority Outreach**

The City of Indianapolis is committed to promoting the participation of Small, and Section 3 firms and firms owned by Minorities, Veterans, Women and Disabled Persons in business development and procurement opportunities. The City encourages the involvement of these firms in purchasing and contracting activities and provides development assistance to stimulate business growth. The City's procurement policies comply with federal, state and local laws, and all regulations governing equal opportunity, small business and M/V/WBE utilization. All sub-recipients of City awarded funding programs must certify, through contractual

agreements, that they will administer projects in accordance with all federal, state and local laws that prohibit discrimination.

## HOMELESS

### **Specific Homeless Prevention Elements**

Program Year 5 Action Plan Special Needs response:

The City anticipates receiving approximately \$14 million in federal resources for four entitlement grants (CDBG, HOME, ESG, and HOPWA) in 2014. The Continuum of Care brings in an expected \$4.2 million in competitive federal funds, to bring the total federal funding to about \$17 million. To maximize the benefits of this funding, it is important to leverage these federal funds with other private, public, state, local and in-kind dollars. In the fiscal year 2014, the City of Indianapolis anticipates leveraging about \$39 million of other funds for programs that work towards the goals outlined in the 2010-2014 Consolidated Plan. HOME funds will exceed the 25 percent match requirements through private funding and project sponsors. ESG grant matching requirements will also be satisfied utilizing funds from other federal, state, and private dollars.

Many homeless families and individuals face both internal and external issues that lessen their ability to obtain and sustain mainstream housing. Internal barriers include, but are not limited to, addiction and substance abuse, mental illness and educational issues. When these problems are coupled with external barriers such as the lack of job training, domestic violence, lack of transportation, difficult access to childcare and a lack of affordable housing, a spiraling cycle of hopelessness and homelessness can occur.

In August of 2013, the community came together to endorse and formally vote on a Governance Charter for the prevention and intervention programs that deal directly with homelessness and those who are at risk. It also voted to endorse and support the strategic plan known as Blue Print 2.0. The City of Indianapolis was named the Collaborative Applicant and was endorsed by the community to become the Unified Funding Agency in order to continue to administer the grant. The Blue Print, in tandem with the Governance Charter will help to form the Blueprint Council to bring Indianapolis into compliance with the HEARTH Act of 2009 which also affects ESG.

#### Chronic Homelessness and Homelessness Prevention

The City receives approximately \$4.2 million annually through the Continuum of Care (CoC) grant. Awarded to transitional housing programs, permanent housing programs and service organizations throughout Indianapolis, the CoC directly helps to combat homelessness, with a strong focus on chronic homelessness. The *Blueprint* is the driving force behind the City's decisions on which programs to fund under this HUD grant.

With up to 8000 people experiencing homelessness each year in Indianapolis, the City of Indianapolis has a large task at hand in order to eliminate chronic homelessness within the community. While it will take far more than the Continuum

of Care dollars allotted, the City is diligently acting to achieve its goal to stem the tide of homelessness.

The City continues to work with new and existing community partners to create more permanent supportive housing units, implement a system of care model and expand homelessness prevention efforts. Strides to realize other parts of the plan such as building an engagement center, expanding the Homeless Management Information System (HMIS) and creating a Housing Database are also underway. Planning, data collection and resource coordination efforts will continue concurrently. The Homelessness Prevention and Rapid Re-housing Program funded with ARRA dollars was incorporated through the HEARTH Act into the new Emergency Solutions Grant which requires a 40% set aside for prevention. The City, realizing that prevention is a key component in preventing homelessness, has elected to set aside 50%. This will allow community organizations considerable “breathing room” to quickly house a number of homeless or at-risk individuals, and focus more on their harder to serve populations.

The City has also undertaken initiatives to better evaluate existing housing through the HOME Investment Partnerships grant (HOME). This allows us to see which properties in long term compliance have HOME units that may be available to homeless or near homeless clients. We have also begun coordination with Section 42 tax credit projects and NSP rental units to make sure that Case Managers and Housing Coordinators are aware of the opportunities that may exist to utilize these affordable units for persons with lower barriers to remaining housed. Both of these projects are aimed at persons with lower barriers to housing to allow focus to remain on hard to reach or chronic homeless persons. A number of relationships have been facilitated with Case/Housing Managers and direct providers of housing which have resulted in people becoming housed who were both homeless and near homeless with and without subsidized rental assistance.

### Discharge Coordination Policy

The City already operates with Discharge Policies for those agencies dealing with fluid populations that transition out of care from agency services, such as the Department of Corrections, Foster Care, and mental health or other health facilities. The City itself cannot set discharge policy for those agencies, but does require all other City-funded and operated housing projects to consider any gaps in service or care that results from the discharge policies of other agencies. The Continuum of Care is once such program that actively takes the discharge policies into consideration. The HOPWA Roundtable has approached the Indiana Department of Corrections about pre and post release testing and Care/Housing coordination. In addition, the City plans to further coordinate with state and local parole and probation departments to keep them informed of the housing opportunities that exist for their clients and where those clients can obtain services to help them adapt to re-entry. The City also participates in a coalition on re-entry with the Indiana University Department of Applied Health Science for men’s health among about to be or recently released male inmates.

The City has been deliberate about reaching out across departmental lines to other agencies that work with our populations. The Department of Public Safety has been an especially willing and engaged partner. We successfully distributed the CHIP Handbook of Help to all the video display terminals in police cars and fire/rescue vehicles this year in partnership with the IMPD Public Information Office. This allows officers who are on scene in a domestic violence, welfare check or fire situation

where a client may need a resource to prevent homelessness or help get someone into housing.

## **Emergency Solutions Grants (ESG)**

(States only) Describe the process for awarding grants to State recipients, and a description of how the allocation will be made available to units of local government.

Program Year 5 Action Plan ESG response: N/A

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## **COMMUNITY DEVELOPMENT**

### **Community Development**

Program Year 5 Action Plan Community Development response:

As part of the city's effort to focus on increased economic development opportunities and slum blight removal, it will coordinate with the city's Abandoned Housing Program to provide the best possible work and living environment for low/moderate income persons. The Abandoned Housing Program will work with \$750,000 of the Community Development Block Grant (CDBG) Entitlement to decrease crime and increase quality of life for deteriorating neighborhoods. The Abandoned Buildings Program plans to use Community Development Block Grant funds to demolish blighted and unsafe structures in 2014.

What's more the City is allocating additional funds to combat slum and blight through development activities. The City is granting \$1,000,000 in CDBG funds to Mallory Stabilization LLC to rehab a blighted historic building on the near eastside of Indianapolis. Another project sponsor that will remediate slum and blight as well as create FTE jobs is Tinker Flats LLC. This organization will use \$1,000,000 in CDBG funds to undertake the remediation of slum and blight in a historic building off of 16<sup>th</sup> Street and the Monon Trail.

The City will be undertaking public facility development with the CDBG funds. At a crosswalk on East Washington Street near the Willard Park neighborhood Riley Area Development Corporation will rebuild a crosswalk to make it safer for neighborhood residence and for car traffic passing through the crosswalk. This activity is in the City's NRSA and will utilize \$83,000 of CDBG funds. What's more the City is granting East 10<sup>th</sup> Civic Association \$150,000 in CDBG funds to develop a path starting on 10<sup>th</sup> street and terminating near the Pogue's Run Trail. The Department of Public works will be paying for a majority of the path expenses. This activity is taking place in the City's NRSA as well. As is stated below in greater detail the City is granting The University of Indianapolis and their partners \$200,000 for public park development and a mobility path construction that is also public. Both of these public facilities are in low/mod census tracts.

In order to meet the highest areas of Indianapolis' public service needs the city will designate as much as fifteen percent, the highest allowable amount, of its CDBG Entitlement to serving non-housing needs. These programs include activities for low/moderate youth, unemployed, seniors, disabled persons, or homeless persons. The above programs all support more stable living and housing environments for

communities across Marion County. The City has allocated \$1,130,820 for public service activities throughout the City.

### **Fostering Commercial Urban Strategies**

Fostering Commercial Urban Strategies (FOCUS) is an innovative partnership among the Local Initiatives Support Corporation (LISC), the Indianapolis Chamber of Commerce, the Indianapolis Coalition for Neighborhood Development (ICND) and the City of Indianapolis. The mission of the program is to jumpstart commercial revitalization in declining core urban neighborhoods. With the combination of leaders from all facets of development, lending and public agencies, the over-arching goal of the program is to change the systemic approach to commercial development in these neighborhoods. FOCUS will work toward five main goals:

- Goal 1: Develop new ways to market urban areas.
- Goal 2: Increase active commercial development and investment in core neighborhoods.
- Goal 3: Further develop neighborhood expertise and capacity.
- Goal 4: Work to alleviate existing barriers.
- Goal 5: Build sustainability and working models.

In 2014, the City will award \$224,200 of CDBG funds to the Local Initiatives Support Corporation's (LISC) Façade program. The Façade program provides exterior repairs to commercial structures located in Indianapolis urban neighborhoods, with a particular focus on core commercial corridors. The funders hope to see at least 40 small business and property owners receive design assistance and façade work by 2014. The FOCUS district will be one of the targeted areas for the façade grant. The Façade rehabilitation activities will work towards two of the FOCUS goals: (2) Increase active commercial development and investment in core neighborhoods and (4) work to alleviate existing barriers.

Furthermore the City will be granting \$375,000 in CDBG funds to Mapleton Fall Creek Community Development Corporation to perform façade rehabilitation. These facades will be near the Illinois Street and 39<sup>th</sup> Street intersection.

Over the years, public and private partners have worked together to generate many positive changes in Indianapolis neighborhoods. Neighborhood associations, businesses, community development corporations, service agencies and local government have successfully revitalized some of the most distressed areas in Indianapolis. The Indianapolis Neighborhood Resource Center (INRC) and LISC are two agencies that work collaboratively with many of these organizations for a more strategic and focused approach on neighborhood, community and economic development. INRC strengthens the community by providing Community Leadership Certificate (CLC) program. This program is designed to equip neighborhood leaders with skills and working knowledge that enables them to aid their communities in attracting resources that add to the quality of life for neighborhood residence. The CLC will graduate 50 neighborhood residence and 12 of these graduates will receive intensive coaching after graduation. Through all of INRC's workshops they will serve 600 neighborhood residence in 2014. INRC has been allocated \$37,800 in CDBG funds to undertake these activities.



Likewise the City will be granting \$18,900 in CDBG funds to the United Way of Central Indiana. With these funds the United Way will augment their SAVI computer system that is used by many local non-profits and citizens in low to moderate income census tracts.

### **Homeowner Repair**

In 2014, the City has made available funding for homeowner repair activities as part of a RFP process that took place in late 2013. The City has allocated \$1,050,000 in CDBG funds for homeowner repair activities. These funds may be used to cover repair-related costs including those associated with roofs, windows, and major appliance replacement. Homeowners must currently occupy the residence and all property taxes must be paid in full by the time work is to commence.

## **Antipoverty Strategy**

Program Year 5 Action Plan Antipoverty Strategy response:

Funding to a variety of programs and projects designed to impact the sources of poverty in our community will continue in 2014. The City has undertaken a holistic approach in its response to homelessness and special needs, complementing its proactive approach to the issue of poverty in general. The City's Anti-Poverty Strategy is designed to impact family, individual and neighborhood self-sufficiency and includes the following: Workforce development and job training, economic development, services to low-income residents, special needs housing and the development and protection of affordable housing stock. The following sections detail parts of the plan that will be addressed through the use of federal entitlement dollars in 2014.

### **Workforce Development**

One of the most notable factors contributing to the problem of poverty is the availability of jobs that pay livable wages. From a study of jobs and the economy, the Indianapolis MSA is recovering from an economic downturn, including job losses. However, similar Midwestern cities have experienced greater losses. The Indianapolis MSA economy is an average job market with average unemployment and average wages for those who are employed. Although the economy is recovering, there are some hurdles yet to cross. As housing development is intricately tied to a successful economy, it is important to consider the economic structure in terms of the elimination of poverty as it relates to housing. To encourage continued growth in the economy, the following strategies have been identified:

- Place low-moderate income persons in jobs;
- Help ensure employment for at least 90 days for persons placed in jobs;
- Create new jobs through new development;
- Improve the appearance of commercial structures through new facades and signage for small businesses.

The strategies of this plan are not solely to support minimum wage jobs. Rather, they are to help businesses and individuals offer and obtain jobs that pay above minimum wage, and as a result help families to achieve self-sufficiency and allow



businesses to grow. The City is awarding \$438,480 in CDBG funds to EmployIndy for a job training, placement and retention service program in 2014. Based on prior year statistics, 1,000 individuals will: be enrolled in workforce development services, 750 will be in job readiness training, 500 will be enrolled in training that results in an industry recognized credential or degree (including GED programs), 300 will earn a credential, 400 will be placed in unsubsidized employment.

Also the City will be allocating funds to project sponsors to undertake economic development activities. One such project sponsor is the University of Indianapolis (UIndy) and its for-profit developers. This institution will utilize \$800,000 in CDBG funds to purchase equipment. In return there will be creation full time equivalent jobs (FTE). The City is granting UIndy \$200,000 in CDBG funds for the development of public facilities in the shape of a neighbor park and a mobility path for recuperating patients of a nearby health clinic. Another project sponsor that will create FTE jobs is Tinker Flats LLC. This organization will use \$1,000,000 in CDBG funds to undertake the remediation of slum and blight in a historic building. Additionally the City is granting \$500,000 to Irvington Brewing Real Estate, LLC for the acquisition of a building on Bonna Avenue to be its new base of operation. This organization will create new FTE jobs to work at this facility.

### **Program Income**

It is anticipated that the City will receive \$50,000 in program income funds in 2014. These funds do not have a planned use at this time it will most likely cover expenses incurred from other projects before the City draws down any entitlement funds.

### **Section 108 Loan Funds**

The City is lending \$12,500,000 in Section 108 loan funds in 2014 to the Meadows Community Foundation, Inc (MCF). Most likely the first payments on this loan will not take place until early 2015. The activity is to acquire a blighted, but inhabited, group of apartment buildings commonly called the Keystone North Apartments which are located on the northeast side of town just above 38<sup>th</sup> street. MCF's intentions after acquisition are to handle deferred maintenance issues. Eventually its plans are as whole buildings become empty they will demolish the building and build new housing facilities.

### **Neighborhood Revitalization Strategy Area**

A good portion of the City's allocation of CDBG funds and HOME funds are invested in the Neighborhood Revitalization Strategy Area (NRSA). These projects and programs vary in activity, scope and size. CDBG will be investing an estimated \$3,138,440 in the NRSA for eligible activities, which is 28% of the CDBG allocations in 2014. HOME will be investing an estimated \$2,848,000 in the NRSA for eligible activities, which is 88% of the HOME allocation in 2014.

### **Address obstacles to meeting underserved needs.**

The downturn of the economy brought additional barriers to the already burdened social service system. Additional individuals and families sought the help of local non-profits and community service centers as they found themselves at the cusp of homelessness and eligible for assistance. Many of these organizations rely heavily on federal grants awarded by the City. As the number organizations stayed more or

less the same the numbers being served increased. During this same time entitlement grants received budget cuts so the available funds needed to be spread thinner over many more low and moderate income individuals. Thus the barriers of funding continued also increased.

Affordable, accessible and safe housing options for low and moderate income individuals are still major concerns, as well as maintaining the individual independence of those persons who have already established a household. Access to housing has grown as a barrier as the numbers of in need individuals has grown. Many community development corporations (CDC) have seen their wait-lists increase for homeowner repairs for repairs to items such as hot water heaters and furnaces.

Likewise as funding decreased the City has lost members of staff whose positions were not replaced. As need increases and funding decreased the City is experiencing a decrease in manpower.

As expected and despite the funding barriers to local non-profits and low to moderate income individuals the City staff has been able to provide assistance. The current City staff has gained in federal funding and City funding knowledge that has aided the citizens of Indianapolis.

## NON-HOMELESS SPECIAL NEEDS HOUSING

### **Non-homeless Special Needs (91.220 (c) and (e))**

Program Year 5 Action Plan Specific Objectives response:

In the city's assessment of special needs within the community, it determined that serving those with HIV/AIDS and their families was the highest need in both supportive services and in housing needs. This need was followed by housing needs and supportive services for those with physical and mental disabilities, mental illnesses, those with addictions, and the elderly.

### **Housing Opportunities for Persons with AIDS**

Program Year 5 Action Plan HOPWA response:

The City has addressed the issue of people at-risk of homelessness who have HIV/AIDS by implementing a number of strategies designed to provide both housing and supportive services to work towards self-sufficiency. Two agencies were identified to receive funding from Housing Opportunities for People with AIDS (HOPWA), a federal grant source that provides housing assistance to low income persons medically diagnosed with HIV/AIDS and their families. The agencies were chosen by the City Led/facilitated HOPWA Roundtable in a unanimous vote to be Unified Funding Agencies. This step forward will allow clients to be served by two dedicated housing case managers in every

- **Damien Center's** Housing Assistance Program serves the function of placing HIV-positive men, women and children in safe affordable housing of choice, incorporating a philosophy of empowerment instead of enabling, where recipients of rental assistance are provided critical skills necessary

to begin the path toward gaining self-sufficiency. They will receive \$385,000 in 2013.

- **Bloomington Hospital's** Positive Link program increases access to safe, affordable housing for people infected with HIV/AIDS and living in Brown, Morgan and other surrounding counties. They will receive \$281,082 in 2013.

The contact person for these projects is:

Julie Fidler, Grant Manager  
200 E. Washington Street, Room 2042  
Indianapolis, IN 46204  
Julie.Fidler@indy.gov  
(317) 327-4118

## Specific HOPWA Objectives

Program Year 5 Specific HOPWA Objectives response:

In this Action Plan, the City of Indianapolis has identified three areas of need regarding persons living with HIV/AIDS, as well as their families:

2010-2014 Consolidated Plan Goal: Support the needs of persons living with HIV/AIDS and their families.

**Strategy 1:** To provide supportive services, including housing counseling, to 120 persons living with HIV/AIDS.

**Strategy 2:** To provide housing placement services to 40 persons living with HIV/AIDS.

**Strategy 3:** To provide rent and utility assistance to 340 persons living with HIV/AIDS. 100 of whom will receive tenant-based rental assistance and 400 will receive short-term rent, mortgage and/or utility assistance.

HOPWA provides a very significant portion of money to enable our community's organizations to deliver on these goals.

## Other Narrative

### HOPWA Roundtable

The City of Indianapolis has formed an interactive group called the HOPWA Roundtable. The Roundtable is comprised of all of the groups in Indianapolis, regardless of funding mechanisms, who work with persons with HIV/AIDS and their families. There are over 25 organizations which represent all aspects of HIV/AIDS including minorities, men, women, LGBT, Hispanics, outreach, medical, case

management, employment and nutrition, corrections, youth and special emphasis on high risk clients to include the Transgendered populations. The goal of this group is to present a unified front in working with everything from housing to funding and creating a cross channel service arrangement through MOU's and other formal arrangements. The HOPWA Roundtable has as a long term goal to bring in the contiguous counties as consulting agencies (non-voting members) and to work within the Community Continuum of Care process to leverage funds, access services and provide input on supportive housing projects. Short term goals include identifying best practices, developing a "Handbook of HOPWA Help" for clients to identify services and care and to know what requirements there are for those services and care. Medium term goals include fund raising opportunities and training and working to coordinate a team approach to case management and the referral process.

All of our agencies are able to leverage funds like the Ryan White and the Gregory Powers Emergency Assistance Funds (DEFA), tenants paying a portion of rent, as well as other private sources of program leveraging. For the first time this year, one of our HOPWA agencies received Shelter Plus Care funding and a program was developed that utilize ESG funding. The program for ESG has been particularly successful in the Re-Entry (from jail and prison) arena and has an established partnership with two new agencies who work with the Re-Entry population. This allows best practices funding for short (ESG), medium (HOPWA) and long (SPC) term programming specifically dedicated to persons with HIV/AIDS. It also allows the community to assist with high risk negative populations (in keeping with the Federal HIV/AIDS Strategy) to utilize prevention as treatment. Each funded agency has representation on the decision making bodies of the others, each client is evaluated using a common application and intake and each client is evaluated on their own unique situation for the best source of funding.

### HOPWA CAPER

Again in 2013, the City of Indianapolis received a Tier One designation on the HOPWA CAPER. This means that the City met the reporting thresholds and that the logic models in the annual report matched the requirements. The CAPER will be used by the Roundtable to identify needs and gaps in services and then to address those needs.

For several years, the City of Indianapolis has funded the United Way of Central Indiana. The United Way has develop the SAVI computer system, which serves as a community information system containing over 10,000 neighborhood level indicators related to demographics, social, economic, health and physical conditions of community assets in the form of institutions, agencies, and human services. Primarily the online interface allows the user to map the above listed assets in order to assess needs and service gaps in neighborhoods.

### Other Notable Activities

Also the City of Indianapolis has applied in 2012 for a Section 108 Guaranteed Loan for the estimated amount of \$38,500,000. The City received \$37.7 million in guaranteed loan funds. The loan funds will be directed towards housing and economic development projects many of which will take place in the NRSA. The City released a Request for Qualifications (RFQ) to find an underwriting partner that will manage the financial underwriting of loan applications. Cambridge Capital Management Corp was selected. City staff have created a Section 108 Eligibility

application and Cambridge Capital has created an application package for financial documents. Both of which have been released to many interested parties. There are several potential projects in the loan pipeline that the City is investigating. The City hopes to have a project under agreement by the end of 2013 or by the beginning of 2014 at the latest.